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The present representation of Commerce, Industry, Labour, Education and other interests in the Provincial and Central Legislatures.

Memorandum presented to the Indian Statutory Commission by the Government of India on the subject of THE SUPERIOR CIVIL SERVICES IN INDIA.

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Introductory.

The Civil Services in India represent an elaborate organisation dealing with many sides of the life of the community. Some of the functions which they undertake are in other countries left to the management of local bodies, but it is perhaps fair to assume that for a considerable time to come the Government services in India will remain as the indispensable agency through which public policy will be put into action and adjusted to the varying needs and conditions of the great areas and populations which they serve at present.

The Superior Services as described by the Lee Commission.

2. The main services in India are divided into the following classes :—

(*a*) All-India,

(*b*) Central,

(*c*) Provincial.

Paragraph 6 of the report of the Royal Commission on the Superior Civil Services in India, which is reproduced below, explains the nature of these services as they stood at the date of the Royal Commission's enquiry :—

> " 6. The great majority of Government officials in India are divided into classes corresponding to differences in the responsibility of the work performed and the qualifications required. These classes are organised for the most part as " Services." This Commission is concerned only with the highest or the Superior Civil Services dealing with each branch of the administration. The second class of Services is usually known as " provincial " ; the third class as " subordinate " ; and with these the Commission is not directly concerned.
>
> The Superior Civil Services themselves are divided into two classes, according as they administer subjects which are under the direct management of the Central Government in India or subjects which are primarily controlled by the Provincial Governments. The former class consists of the Central Services, which deal, *inter alia*, with the Indian States and frontier affairs, the administration of the State Railways, with Posts and Telegraphs, Customs, Audit and Accounts, and with scientific or technical departments such as the Survey of India the Geological Survey and the Archæological Department. The other class which works primarily under the Provincial Governments comprises the All-India Services. The term may at first sight appear inappropriate to Services which are essentially concerned with administration in the Provinces. It marks the fact, however, that these Services are recruited by the Secretary of State, for work in any part of India, and that each, though scattered through the Provinces, forms one Service with one basis of remuneration. Though an officer of an All-India Service is assigned to and as a rule remains in one Province throughout his career, he may be transferred to another Province ; while a certain

Central Services.

All-India Services.

number of officers are taken by the Government of India from the Provinces to assist in the discharge of its central functions. Services of this nature differ essentially from the Provincial Services which are recruited in a Province solely for provincial work, and it is to mark this distinction that these Services have been given the title of "All-India." As the main part of the actual administration of India is carried out by the Provincial Governments, it follows that the All-India Services are the main executive agents of the administration throughout the country. The following table shows the sanctioned strength and actual numbers of these Services on 1st January 1924 :—

The All-India Services.

	Sanctioned Strength.	Actual Numbers.
Indian Civil Service ..	1,350	1,290
Indian Police Service ..	732	739
Indian Forest Service ..	399	348
Indian Educational Service—		
(Men)	379	309
(Women)	42	36
Indian Agricultural Service	157	109
Indian Veterinary Service	54	38
Indian Forest Engineering Service ..	18	17
Indian Medical Service (Civil)	420	373
Indian Service of Engineers	728	716
Total ..	*4,279	3,975 "

Changes as a result of the Lee Commission's Report.

3 Broadly speaking this description of the Services still holds good , but the recommendations of the Royal Commission have led to certain important changes While some of the All-India Services remain on the old basis, recruitment for them continuing as before under the control of the Secretary of State in Council, recruitment for the remainder has been definitely closed down, and though the existing members of these Services retain all their old rights and privileges, power has been delegated to local Governments to recruit and organise their own Provincial Services to replace these All-India Services as they gradually disappear. The All-India Services which remain unaffected, are in the first place those which deal with the reserved branches of administration, namely, the Indian Civil Service (which, however, though mainly concerned with reserved subjects, exercises also certain functions for the transferred side), the Indian Police Service, the Indian Service of Engineers (Irrigation Branch), the Indian Forest and Indian Forest Engineering Services (save in Burma and Bombay where "Forests" has been made a transferred subject), and in the second place the Indian Medical Service which, though it deals (except in respect of "Jails") with transferred subjects, is a Military Service and thus necessarily remains under the control of the Secretary of State. The other All-India

(i) The All-India Services.

Services, namely, the Indian Service of Engineers, (Buildings and Roads Branch*) the Indian Forest and Indian Forest Engineering Services (in Burma and Bombay), the Indian Educational Service, the Indian Agricultural Service and the Indian Veterinary Service have since 1924 been closed to fresh recruitment and are gradually disappearing as the existing members retire.

(ii) The Central Services.

4. With regard to the Central Services, control is being retained by the Secretary of State in Council over the Political and Ecclesiastical Departments, over recruitment outside India to the Indian Railway Service of Engineers, the Superior Revenue Establishment of State Railways† and the Superior Telegraph Engineering and Wireless Branches of the Indian Posts and Telegraphs Department and over those portions of the Survey of India and the Mint and Assay Departments which consist of Military officers holding the King's Commission. But with these exceptions it has been decided that power to recruit, organise and control the Central Services should be delegated to the Government of India, and the delegation of powers only awaits the final settlement of the draft of the necessary statutory rules. It should be explained that the Central Services are being arranged in two classes ; Class I representing the Services which are regarded as " Superior " and whose status is comparable with that of the All-India Services, and Class II corresponding in status to the old Provincial Services in the Provinces.

Present position as regards control over the All-India and Central Services.

5. The position therefore, which has resulted from the decisions taken on the report of the Lee Commission, may be summarised as follows. Of the old All-India Services (excluding the Indian Medical Service to which, owing to its military composition, it has been necessary to give special treatment) the only ones that remain for the future on an All-India basis and continue to be recruited and controlled by the Secretary of State in Council are those which deal wholly or mainly with the reserved field of administration. The remainder of the All-India Services are being converted into new Provincial Services of a standard higher than the old Provincial Services inasmuch as they are being made responsible for the work which was previously done, not by a Provincial Service, but by an All-India Service. The Secretary of State is also parting with his control over the majority of the Central Services, Class I, which he had previously in varying degrees exercised. The Secretary of State in Council thus retains control over—

(*a*) the All-India Services in the reserved field and the Indian Medical Service,

(*b*) two Central Services and certain portions of others.

The Government of India will receive full powers of control over the other Central Services, and the Provincial Governments have full powers of control over, not only the old Provincial Services, but the new Provincial Services which are being built up to take the place of the All-India Services in the transferred field.

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*Save in Assam and Madras. In Assam the whole of the public works is a reserved subject. In Madras the Irrigation Branch has not yet been separated from the Buildings and Roads Branch, and recruitment is therefore still made to the combined cadre.

†Except the Coal Department to which recruitment in England is made by the High Commissioner for India.

Extent of control delegated to the Government of India and Provincial Governments.

6. When it is said that full powers of control are exercised by the Government of India or by Provincial Governments it must be understood that the delegations of power by the Secretary of State are being made subject to certain general conditions designed to safeguard the rights of existing members of the Services, to ensure impartiality in making first appointments by utilising the services of the Public Service Commission or of permanent Boards of Selection when appointment is made otherwise than by competitive examination, and finally to secure the observance of a proper procedure and rights of appeal in disciplinary cases. Subject to these general conditions, the organisation of the Services, the numbers, the pay and the conditions of service generally, and the method of making first appointments as well as the ordinary administrative control are entirely in the discretion of the Governments concerned. Where, on the other hand, the Secretary of State in Council has retained his control, he exercises it strictly and himself prescribes the strength of the Service, including both the number and character of the posts to be filled, the methods of recruitment, the conditions of service, the pay, allowances and pensions, and while the ordinary administrative control of the members of these Services rests naturally with the particular Governments under which they are working, the Secretary of State in Council is the final authority in matters of discipline and in all representations that the members of the Services may make in regard to their conditions or the equity of their treatment.

Grounds for resting the nature of control on the distinction between reserved and transferred fields.

7. This close control exercised by the Secretary of State in Council over the Services with which he still concerns himself, though it may multiply references between India and England, is generally regarded by the members of those Services and by potential recruits as an important safeguard against the possible consequences of unforeseen changes in India, and it is feared that without this control British recruits of high standard could not now be obtained. On the other hand, it must be admitted that control of this character over the agents of administration may be irksome to a popular government, and indeed tends to bring such a Government into relations with the Secretary of State which it may be difficult in theory to justify. These are among the considerations which may be regarded as having led the Lee Commission to rest their recommendations for the re-organisation of the All-India Services on the distinction between service in the reserved field and service in the transferred field. The sphere of the reserved side of the Provincial Governments was not only that in which responsibility to the Legislative Council had not been conceded; it was also that in which a high standard of administration throughout India and the continuance of a proportion of British recruits was considered most necessary. On the transferred side, however, the experiment was made of leaving responsible Ministers to organise their own services. A hope was expressed by the Lee Commission that this would not involve the complete cessation of European recruitment and it is understood that in Burma for instance for the Forest Service the Local Government will endeavour to obtain a substantial proportion of European recruits. In many quarters, however, it is assumed that the provincialising of these Services is likely to involve as a rule the practical discontinuance of British recruitment.

Problems of control under a unitary system of Government.

8. If dyarchy is continued in the new constitution, the principle of control, which emerges from the Lee Commission's recommendations, may be expected to be maintained, and the Services dealing with the reserved field would naturally remain under the control of the Secretary of State, while those dealing with the transferred field would be controlled by the popular side of the Government. If, however, the Provincial Governments are unified, it will be necessary to examine the question of control of the remaining All-India Services on different lines. The problems that may present themselves would be somewhat as follows :—

(*a*) Are there any portions of the field of provincial administration in which Parliament would feel that it has a special responsibility ?

(*b*) If so, could that responsibility be exercised sufficiently by an external control of results, or would it be necessary for Parliament to assure itself that the general scheme of administration is sound, and for that purpose that the organisation and composition of the Services dealing with these portions of the administration are satisfactory ?

(*c*) Do the interests of the general administration of the country require that in certain branches there should be a high and uniform standard which could not be ensured if Services were organised and recruited on a provincial basis ?

(*d*) If it appears on any of the above considerations that in certain Services the continuance of a British element is required, could that element be obtained except through the assurance given by the control of the Secretary of State ?

With regard to the Central and Provincial Services, it will have to be considered whether the ultimate powers of control which the Secretary of State in Council at present possesses under section 96B (2) of the Government of India Act, and which have only been delegated to the Governments in India, subject, as explained above, to certain general safeguards intended to maintain the efficiency and purity of these Services, should remain as at present, or whether it would be desirable to confer unrestricted power in these matters on the Government of India or the Provincial Governments.

Functions of the reserved Services.

9. In order to facilitate a decision on some of these questions an attempt will be made to sketch in the most general terms the functions of those Services over which the Secretary of State still retains direct control, and in particular of the Indian Civil Service. The ordinary work of the Indian Civil Service is divided into two main branches, the executive and the judicial, to one of which officers are allotted as a rule after six or eight years' service and in which they ordinarily remain. The chief work of the executive branch lies in the district administration, and to explain the position of the Magistrate and Collector or District Officer (or Deputy Commissioner, as he is called in certain provinces), it is desirable to say a word about the system of district administration. The most essential

A.—*All India Services.*

(i) *The Indian Civil Service.*

The District Officer.

feature of the local administration and one which is common to the whole of British India is the division of the country into districts, at the head of each of which is the District Officer who may be regarded as the direct representative of the Government for all general purposes in the district. It is in the district administration that the Government establishes its most direct contact with the people. The district is a unit which has grown to be part of the life of the people. It is not a mere administrative convenience, but may be regarded as an essential part of the organization of the community. It has established itself in this position, because it corresponds to certain fundamental characteristics of the people. India has always been accustomed to personal relations between the people and those who have been set in authority over them, and the instinct of the people demands that they should be able to state their grievances in person to some individual who is in a position either to remedy them himself or to represent them to the distant and impalpable Government. India is a land of numerous grievances and of many petty tyrannies. It is also a land in which administrative abuses develop with remarkable rapidity unless they can be kept in check by a vigilant personal supervision. For all these reasons a system which brings Government officers, who are not mere clerical functionaries, but who are capable of dealing with the numerous practical problems and practical difficulties as they arise, into close contact with the people in an area of manageable size, is one the advantages of which are recognized equally by the Government and by the mass of the population. It provides an essential elasticity in the dealings of Government with the people and ensures prompt and practical communication to the Government of local calamities, local requirements and local feeling on matters of administration.

10. The two titles by which the District Officer is in most provinces known, *viz.*, Magistrate and Collector, indicate his primary functions. As chief magistrate of his district he is responsible on the one hand for supervising on the administrative side the magisterial work of the subordinate magistrates, and on the other hand, through the executive powers conferred mainly by the Code of Criminal Procedure, for maintaining peace and good order throughout his district. For this latter purpose also he exercises a general control over the Police. As Collector he is the chief revenue authority responsible for the collection of the land revenue and other less important Government dues. But in this capacity his main functions are not really those merely of collecting the land revenue. It is his duty to look to the whole agricultural condition of the district on which the collection of the land revenue depends, to watch for symptoms of deterioration or to help projects for improvement, to recommend the suspension or remission of the land revenue on the occurrence of any calamity, to administer famine relief, to concern himself closely with all the problems of the relations between landlords and tenants and the system on which land tenures are based. These are his main duties as Magistrate and Collector. But in addition he used to be until recently and still is in the Punjab the Chairman of the District Board and thus in a position to exercise a powerful influence on the local administration

of education, sanitation, hospitals, the upkeep of roads, etc. Not many years ago he used also to be the Chairman of the Municipal Boards in the district. As the direct representative of the Government for all general purposes in the district it is also his duty to keep in touch with the activities of all the special departments.

Possible developments under dyarchic system.

11. Details of his relations with other departments and of his general position are to be found in the accounts of the administration which have already been furnished to the Statutory Commission by the Government of Madras and the Government of the Punjab, and it is unnecessary to attempt to repeat or paraphrase the details which will be found in those notes. It is, however, important to consider to what extent the system of dyarchy may be expected to impair that general interest of the District Officer in all branches of the administration in his district which has hitherto been an important characteristic of his position. The development of special departments such as, education, public health, etc., has naturally tended to restrict his direct powers, but not seriously to curtail his opportunities for co-ordinating the various governmental activities. But if the District Officer comes to be regarded as the representative only of the reserved side of the Government, he may lose touch with the important branches of administration which have been entrusted to the transferred side. This from the administrative point of view might have unfortunate results, not only on the position of the District Officer,, but on the activities of the transferred side of Government. The transferred side not less than the reserved may be held to require under Indian conditions its own general representative in the district, and if it no longer makes use of the District Officer it seems possible that it will tend to lose touch with realities and to depend too much on centralised departments carrying out paper schemes without any very close regard to their actual effects on the population. Again while at present the District Officer retains certain powers of supervision over the local bodies in his district, there is a natural tendency to criticise a system which entrusts powers of supervision over a very important transferred branch to an officer whose main functions are concerned with the reserved side, and the exclusion of the District Officer from the powers of supervision which he at present exercises would be a not unnatural development of any accentuated system of dyarchy. On the other hand it may be argued that local bodies may need more than ever, as they are making their early experiments in self-administration, the wise and practical assistance and advice of a local officer in the position of the District Officer, and that if the District Officer is removed from this position, and if there is no one who can be put in his place, the Provincial Governments may find themselves hampered in maintaining that degree of practical touch with local bodies which the circumstances of the time may seem to require.

It may be desirable to enquire in the Provinces whether any of the tendencies suggested above have in fact begun to show themselves, whether, if so, such developments are regarded as undesirable, and whether any accentuation of the system of dyarchy would be likely to make such developments more pronounced.

The Judicial Branch.

12. The second main branch of the Indian Civil Service is the judicial. Members of the Indian Civil Service, corresponding in length of service and in status to District Officers, fill the important posts of District and Sessions Judges in which capacity they combine both civil and criminal jurisdiction. The Sessions Judge tries with the aid of assessors or juries the most serious criminal charges which have been committed for trial by Magistrates. They also hear appeals from the decisions of Magistrates who are empowered ordinarily to inflict sentences of imprisonment only up to two years. Appeals from the sentences of Sessions Judges go to the High Court. The importance of a firm and impartial administration of criminal justice to the general welfare of the people is very great, and the functions which the Indian Civil Service performs on the judicial side should not be under-estimated in comparison with the authority which they exercise on the executive side.

Special Posts.

13. Finally, there are a number of miscellaneous posts such as Secretaries to Government and the higher administrative posts on the executive side, *e.g.*, Commissioners and Members of Boards of Revenue, while on the judicial side a certain number of officers rise to the position of High Court Judge, and in the High Courts provide a valuable element of practical knowledge derived from many years' experience of the actual administration of the criminal law in districts. Members of the Indian Civil Service also fill certain posts of members of the Executive Councils of Governors and of the Governor-General, and, except in the Presidencies, are normally appointed as Governors.

(ii) The Indian Police Service.

14. The functions of the other Services may be described more briefly. Important though those functions are, there is nothing in them so peculiar to Indian conditions as the position of the District Officer. While the District Magistrate is primarily responsible for maintaining law and order in his district, the actual agency through which the peace is preserved is the police force, which is organized under a District Superintendent of Police, who is a member of the Indian Police Service. The functions of the District Superintendent of Police are becoming more difficult and more important. The police are responsible, under the general control of the District Magistrate, not only for the prevention and detection of crime, but for duties in connection with the preservation of peace, which in recent years have become more and more delicate. In consultation with the District Magistrate it falls to them to regulate religious processions and prevent clashes between the rival communities. When as not infrequently happens, the peace is broken in connection with religious or industrial disputes, the police have to bear the brunt of the encounter with the mobs and to exercise, subject to the control of any Magistrate that may be present, their discretion as to the nature and degree of force which may be required to restore order. Though in the districts the police work in the closest touch with the District Magistrate, the police force is of course organised provincially as a self-contained body, under the administration of the Inspector General of Police assisted by Deputy Inspectors General, who in their turn

supervise the work of the District Superintendents.

(iii) *The Indian Service of Engineers (Irrigation Branch).*

15. Officers of the Irrigation Branch of the Indian Service of Engineers have designed and executed, and maintain, irrigation works on a scale not approached in any other country. The importance of their activities naturally varies in different provinces, but in the Punjab in particular, in the United Provinces, in the Madras Presidency, and now in the great Sukkur Barrage Project in Sind, very large capital sums have been sunk in the provision of works on which depend, not only the agricultural prosperity of large tracts of country, but in many cases their actual economic existence.

(iv) *The Indian Forest Service.*

16. The Indian Forest Service administer property the potential value of which is very great. Their work consists, not only in administering the forest areas, maintaining the forests and carrying out schemes of afforestation, but also in commercial exploitation of the resources of the forests. For this purpose important scientific and economic work is carried out in the Forest Research Institute at Dehra Dun. It has already been mentioned that in Burma and Bombay, where Forests is a transferred subject, recruitment for the Indian Forest Service has ceased, and its functions in these provinces will gradually be transferred to new Provincial Services. The considerations for and against the transference of "Forests" in the remaining provinces, which would presumably carry with it the complete cessation of recruitment for the Indian Forest Service, have been discussed in a separate Memorandum.

(v) *The Indian Medical Service (Civil).*

17. The Indian Medical Service is primarily a Military Service maintained for duties in connection with the Indian Army. In practice, however, approximately half the total numbers of this Service have been employed in civil administration, and the Civil Branch of the Indian Medical Service is one of the important All-India Services. The whole question of the organization of the Indian Medical Service has come under most careful review in connection with the recommendations of the Lee Commission. The number of posts reserved to the Indian Medical Service in the civil administration has been appreciably curtailed, the object being to maintain in civil posts only such number of Indian Medical Service officers as are required to form the necessary reserve of military doctors for the Army and to provide, by a system of grouping, for attendance by British doctors on British members of the Superior Civil Services. The greater number of Indian Medical Service officers employed in the provinces are Civil Surgeons of districts, their duties being, apart from attendance on the members of the Superior Services, to supervise generally the medical and hospital arrangements throughout the district, to advise on sanitation problems where there is no special staff employed for the purpose, to take measures for dealing with epidemics, etc., and generally to look after the public health of the district. Hitherto, though it is uncertain how long the system will continue, an appreciable number of Indian Medical Service officers have been employed as wholetime Superintendents of the most important jails, while Civil Surgeons have usually in addition to their other duties been placed in charge of District Jails. The administration of jails is a reserved subject, but the work of the Indian Medical Service is primarily concerned

with transferred subjects and this Service provides the only instance of an All-India Service which is being continued on the old lines, and which yet deals primarily with transferred subjects. But the reorganisation referred to above will enable Local Governments to make a start with developing their own Provincial Medical Services to replace a number of posts which had hitherto been held by Indian Medical Service officers.

B.—Central Services controlled by the Secretary of State.

18. Among the Central Services the Secretary of State maintains his control over the Ecclesiastical and Political Departments. The Ecclesiastical Department provides Chaplains of the Churches of England and Scotland for the British Troops and British civil officers.

(i) Ecclesiastical Department.

(ii) Political Department.

The Political Department is divided broadly into two branches. On the one hand, there is the Political branch dealing with the relations between the Paramount Power and the numerous Indian States. On the other hand there is the Foreign branch dealing with India's relations with her foreign neighbours and administering the border areas of the North-West Frontier Province and Baluchistan. The Political Department is the special province of His Excellency the Viceroy himself. It is recruited, in part, from members of the Indian Civil Service, and more largely from officers of the Indian Army. Provincial Civil Service officers are also promoted to it on occasion. Selections for the Department are made by His Excellency the Viceroy.

(iii) Superior Railway Services.

(iv) Superior Telegraph Engineering and Wireless Branches of the Indian Posts and Telegraphs Department.

19. The Indian Railway Service of Engineers, the Superior Revenue Establishment of State Railways and the Superior Telegraph Engineering and Wireless Branches of the Indian Posts and Telegraphs Department require at present the recruitment of an appreciable number of British officers, and in order to maintain this recruitment it was decided on a consideration of the Lee Commission's Report to continue the control of the Secretary of State over recruitment outside India.

(v) Officers holding the King's Commission.

It has been decided further that the Secretary of State should retain power to protect the interest of officers holding the King's Commission employed in the Survey of India and Mint and Assay Departments and to ensure that the number of such officers so employed should not without due cause be diminished.

Indianisation.

20. The Indianisation of the Superior Services has long been a question in which Indian opinion has taken the keenest interest. The question does not arise in the Services from the old Provincial Services downwards, which are manned practically exclusively by Indians, or Europeans or Anglo-Indians with Indian domicile, who for these purposes are treated as Indians. For many years no recruitment of any but Indians or statutory natives of India has been made to these Services. The problem of Indianisation therefore may be said to be confined practically to the All-India Services and the Central Services, Class I. This question formed one of the principal subjects of enquiry by the Lee Commission. The Commission made most important recommendations. The effect of their proposals with regard to the All-India Services on the transferred side was practically to stop European recruitment, and Indianisation in the new Provincial Services will be complete, except in so far as Indians themselves may wish to recruit Europeans for special reasons. In the All-

Lee Commission's recommendations.

India Services, which remain under the control of the Secretary of State, a great increase was made in the number of Indians to be recruited. In the Indian Civil Service 20 per cent. of the superior posts are to be reserved for promotion from the Provincial Civil Services, that is to say, for Indians. In the matter of direct recruitment the proportion of Indians to Europeans has been fixed at half and half. The practical effect of this is that when promotion is on a normal footing, some 24 Europeans only will be recruited annually for the Indian Civil Service. In the case of the Indian Police Service 20 per cent. of the superior posts is to be reserved for the Provincial Services. Direct recruits are taken in the proportion of ⅝ Europeans to ⅜ Indians. This gives a higher proportion of European officers in the Indian Police Service than in the Indian Civil Service, the Lee Commission being of opinion that present conditions rendered this necessary. These recruitment figures were estimated by the Lee Commission to produce in the Indian Civil Service a 50 : 50 cadre of Europeans and Indians in 15 years from the date of commencement of the scheme and in the Indian Police Service in 25 years. For the Indian Service of Engineers in the Irrigation Branch and in Assam recruitment has been fixed at 40 per cent. Europeans, 40 per cent. directly recruited Indians, and 20 per cent. promotions from the Provincial Engineering Services which gives practically the same proportions as in the Indian Civil Service. In the Indian Service of Engineers in Madras where the two branches have not been separated recruitment is on the basis of 33 per cent. Europeans, 45 per cent. directly recruited Indians and 22 per cent. promotions from the Madras Engineering Service. In the Indian Forest Service on the other hand a much higher rate of Indianisation has been laid down the ratio of recruitment being 75 per cent. Indians and 25 per cent. Europeans. The Ecclesiastical Department consists of Europeans. In the Political Department the present rate of recruitment is approximately 25 per cent. Indians to 75 per cent. Europeans. In the Superior Telegraph Engineering and Wireless Branches of the Indian Posts and Telegraphs Department recruitment is 25 per cent. Europeans and 75 per cent. Indians. For the Indian Railway Service of Engineers and the Superior Revenue Establishment of State Railways, facilities for training in India are being extended so that recruitment in India may be advanced as soon as practicable up to 75 per cent. of the total number of vacancies in the railway departments as a whole. For the remaining Central Services no rates of Indianisation were laid down. This matter is being left to the decision of the Government of India. But in practice it may be taken that Europeans will only be recruited for special reasons and that Indianisation will be practically complete. In the Audit and Accounts Service, for example, recruitment has since 1920, been made entirely in India.

Effect of Lee Commission's recommendations.

21. These changes are of a drastic nature and will, as time goes on, affect the composition of the Services in the most marked way. At present a certain impatience is exhibited in political circles because Indianisation does not show very striking immediate results. It is clear, however, that it must take some time before new recruits rise to positions of importance

In the meantime it is necessary to remember that the full effect of these changes has not yet begun to show itself, for recruitment on the new lines has been in progress for not more than about three years. That the changes will have very far reaching effects no one can doubt, and the present policy of the Government of India is to observe those effects before taking any further action. A statement* is attached showing the recruitment to the main Services since 1924 and the resulting racial composition of the Services. This statement gives some idea of the rate at which Indianisation is proceeding.

Recruitment from minority communities.

22. One problem, which has come prominently to the fore in consequence of the extensive policy of Indianisation, is that of the minority communities. Under a system of unrestricted competition experience showed that the Hindu community would practically monopolise the superior services. This was a position against which the minority communities, and in particular the Muhammadan community, protested vigorously, and the justice of that protest has been recognised by the Government of India. Consequently as a general rule provision has been made for withholding from competition approximately one-third of the vacancies, so that if the results of the competition necessitate such action, these places may be filled by nominating fully competent members of minority communities. The system is at present working satisfactorily in the Indian Civil Service and the Indian Police Service, in that there is no lack of qualified candidates of minority communities for appointment by nomination. Another problem which has arisen is that of provincial feeling. As soon as a large number of Indians begin to enter the All-India Services, the question arises whether the Indians allotted to any particular province should, if possible, be residents of that province. This is the policy which is generally being pursued in the case of the Indian Civil Service, while in the case of the Indian Police Service candidates are actually restricted to residents of the provinces concerned. There is undoubtedly a definite feeling in the provinces that the members of the All-India Services posted to them should be their own men. There is of course the possibility that certain provinces may tend to monopolise success in the competitive examinations. In particular Madrasis have been a large number of places in the Indian Civil Service. Hitherto there has been no difficulty in absorbing them in provinces other than Madras. But a very pronounced and continuing excess of successful candidates from one or two provinces would undoubtedly lead to protests from other provinces based partly on provincial patriotism, and partly on the undoubted fact that men from one province are not always suited for handling the inhabitants of a widely different province.

Provincial feeling.

Problems arising from recruitment of Indians for the Indian Civil Service in India and the United Kingdom.

23. Another problem which has caused the Government of India and the Secretary of State considerable anxiety is that of distributing recruitment for the Indian Civil Service between England and India. Until comparatively recently entrance to the Indian Civil Service could only be secured through success at the competitive examination in England. When the first substantial steps towards Indianisation of the Indian Civil Service were taken as a result of the Islington Commission's Report it was decided that the additional Indians, who were not at

*Appendix.

the time likely to be secured through the open competition in London, should be recruited through a special examination for Indians in India. The whole situation, however, was dislocated by the War and its after-effects. For a considerable period the number of British candidates dwindled to very small proportions, and this stimulated the appearance of Indian candidates in London where they were faced with insignificant competition. The result is that, though the British candidature is now re-established, a large number of Indians still continue to compete in England, and when any considerable number of these are successful, a comparatively small number of vacancies remain to be offered for competition in India. The whole problem was placed before the Secretary of State recently by the Government of India, but no solution has yet been reached.

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APPENDIX.

Statement showing the progress of Indianisation in the Civil Services during the years 1924, 1925, 1926 and 1927.

Service.	Number of officers recruited in :—								Number of officers in service on :—								Remarks.
	1924.		1925.		1926.		1927.		1-1-25.		1-1-26.		1-1-27.		1-1-28.		
	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	Europeans.	Indians.	
All-India Services.																	
Indian Civil Service	3*	15*	20*	22*	28*	27*	37*	36*	1,048†	267†	980†	286†	936†	311†	922†	333†	
Indian Police Service.	10	13‡	14	17‡	14	11‡	13	12	634	93	613	95	584	105	568	118	
Indian Forest Service.	2	11	1	6	..	3	2	4	271	84	261	89	257	93	239	93	
Indian Service of Engineers.	12	15	8	11	7	13	7	13	400	307	386	297	372	301	364	301	
Indian Medical Service (Civil.)	..	..	..	..	..	..	...	..	324§	55§	317§	75§	288§	86§	268§	87§	
Indian Educational Service—																	
Men's Branch ..	3	3	..	1	..	..	..	..	169	120	162	119	146	115	131	104	
Women's Branch	1	..	..	..	..	..	..	..	24	9	24	6	20	7	19	6	
Indian Agricultural Service.	..	..	..	..	..	..	..	..	74	36	70	36	66	36	64	36	
Indian Veterinary Service.	1	..	..	..	..	..	..	..	35	2	32	2	28	2	27	2	
Central Services—Class I.																	
Political Department of the Government of India.	8	1	10	3	5	2	9	3	158	6	158	9	159	9	159	11	
Superior Telegraph Engineering and Wireless Branch.	..	1	2	2	..	1	1	2	41	28	38	29	36	30	35	30	
Superior Railway Engineering Service.	3	8	5	3	5	4	10	13	158‖	100	223‖	90	212	94	204	107	
Superior Revenue Establishment (Railways).	4	5	1	4	24	16	14	15	275‖	157	389‖	157	403¶	162	377	176	
Survey of India, Class I.	2	2	..	3	4	..	..	3	44	13	41	12	45	11	45	13	
Mint Department	1	..	..	..	..	..	..	..	3	..	3	..	3	..	3	..	
Assay Department	..	..	..	..	..	..	..	..	1	2	1	2	1	2	1	2	
Archæological Department.	..	..	..	2	..	..	..	1	7	12	6	14	6	14	6	14	
Geological Survey of India.	..	1	1	1	1	1	..	1	21	6	21	7	21	8	20	9	
Imperial Customs Service (Non-Civilian) including the appointment of Chemical Examiner for Customs.	2	4	1	2	1	1	2	..	15	14	13	16	14	16	16	15	
Indian Audit and Accounts Service.	..	1	..	18	..	13	..	16	61	98	65	120	62	129	59	144	
Indian Meteorological Service.	..	..	..	1	..	1	..	6	3	4	3	5	3	6	3	12	
Indian School of Mines.	..	..	..	..	2	..	..	1	..	..	..	..	3	..	3	1	
Military Accounts Department.	1	3	2	1	2	3	..	1	44	15	41	15	41	18	40	19	
Mines Department	..	1	1	1	..	..	1	..	6	2	7	3	6	3	7	3	
Post Office ..	..	3	1	3	..	..	2	10	6	28	6	28	6	28	7	28	
Zoological Survey	..	1	1	1	..	..	..	1	..	4	1	5	1	5	1	6	

* The figures for the I. C. S. show the numbers of candidates selected for the years specified. These candidates actually take up their appointments after a period of probation fixed at present at one year for recruits selected in England and 2 years for recruits selected in India.

† Includes incumbents of listed posts.

‡ Includes Indians recruited by competitive examination whose actual appointments took place in the early part of the following year.

§ These figures relate only to members of the Service in permanent civil employ. Recruitment for the civil side is not made separately.

‖ Increase due to Company-managed Railways being transferred to State control.

¶ Increase due to arrival in India of a batch of European recruits indented for before the Railways concerned were transferred to State control.

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